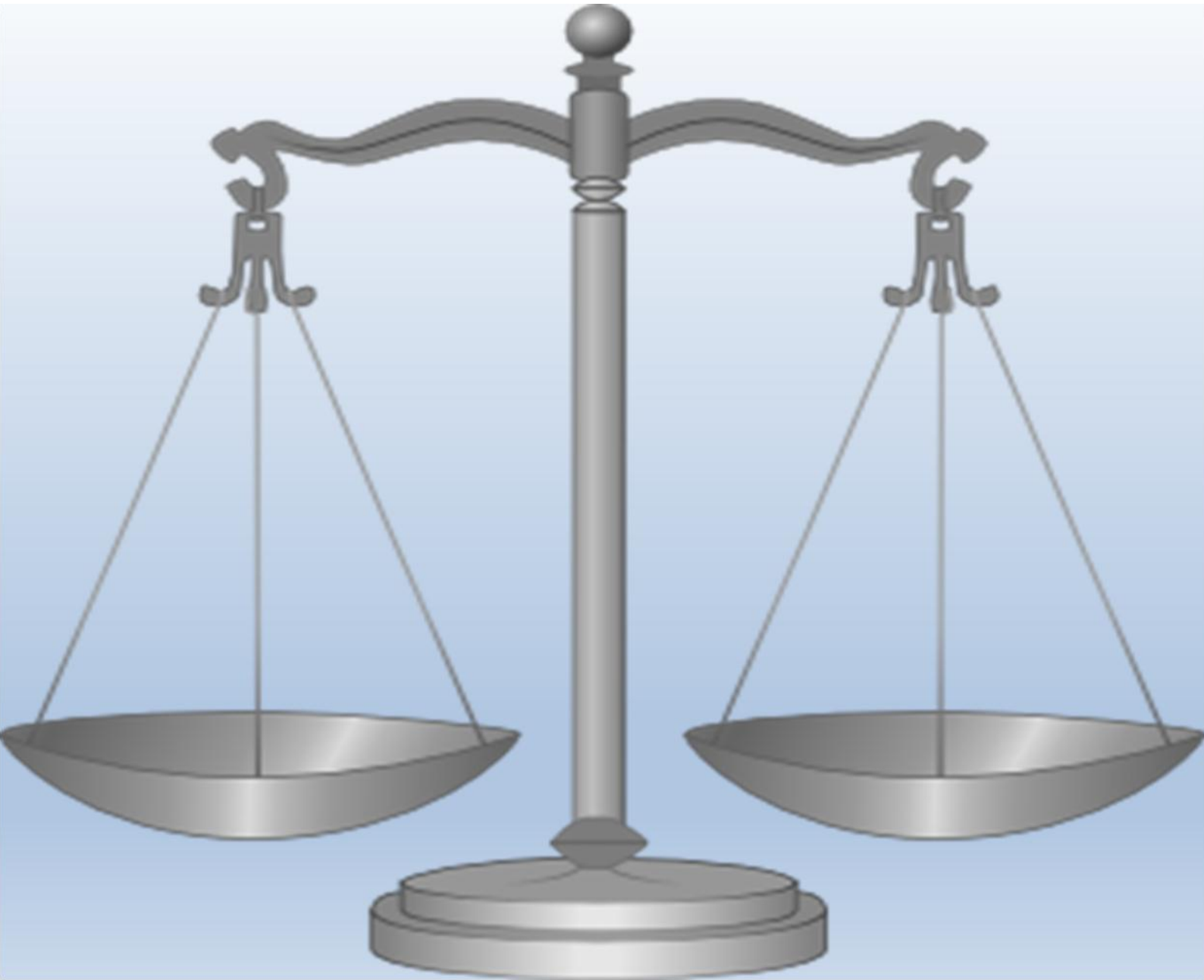




# BEDFORDSHIRE



## Annual Report 2017 to 2018



# Introduction

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**Dr Jacqueline Sebire**  
**Assistant Chief Constable**  
**Bedfordshire Police**

The Bedfordshire MAPPAs are overseen by the MAPPAs Strategic Board which is made up of senior managers from all the agencies involved in working with dangerous offenders in the county. I had the pleasure of taking over as chair of the Strategic Management Board from Alison Harding at the beginning of 2017. This has seen a year of challenge and ongoing great partnership work and the SMB continue to be responsible for scrutinising arrangements across the county. The Responsible Authorities in MAPPAs, Police, National Probation Service and Prisons, continue to focus on the key priority of protecting the public from harm. These authorities are assisted by organisations which have a 'duty to cooperate' with MAPPAs. Always central to the work of MAPPAs is the safeguarding of children and vulnerable adults. The protection of victims and potential victims of crime is the focus and the key safeguarding agencies play an integral role in the MAPPAs process. In addition, we put in place comprehensive risk management plans for individual offenders who are coming out of prison or who are being supervised in the community to ensure the appropriate approach is taken in their management and rehabilitation.

Making our communities safer remains our highest priority. This is why the work undertaken through MAPPAs is critically important. It is never possible to eliminate risk entirely, however, what can be expected is that all reasonable steps are taken to reduce the risk of serious harm to the public from known offenders. The publication of the annual report offers an opportunity for MAPPAs to be accountable to the local community for the management of sexual and violent offenders whilst also informing the community what actions are being taken to improve the effectiveness of MAPPAs by focusing on performance management and improve multi agency training across all the sectors. Resourcing across the partnership remains a challenge and innovative ideas to improve our approach continue to be explored. Consequently, this report contains not only statistical information about the numbers of offenders managed within MAPPAs, but also provides some information as to how the

arrangements work in practice. Finally, we are delighted to have welcomed a new MAPPAs co-ordinator to our team.



# What is MAPPA?

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## MAPPA background

MAPPA (Multi-Agency Public Protection Arrangements) are a set of arrangements to manage the risk posed by the most serious sexual and violent offenders (MAPPA-eligible offenders) under the provisions of sections 325 to 327B of the Criminal Justice Act 2003.

They bring together the Police, Probation and Prison Services in each of the 42 Areas in England and Wales into what is known as the MAPPA Responsible Authority.

A number of other agencies are under a Duty to Co-operate (DTC) with the Responsible Authority. These include Social Services, Health Services, Youth Offending Teams, Jobcentre Plus and Local Housing and Education Authorities.

The Responsible Authority is required to appoint two Lay Advisers to sit on each MAPPA area Strategic Management Board (SMB) alongside senior representatives from each of the Responsible Authority and DTC agencies.

Lay Advisers are members of the public appointed by the Minister with no links to the business of managing MAPPA offenders who act as independent, yet informed, observers; able to pose questions which the professionals closely involved in the work might not think of asking. They also bring to the SMB their understanding and perspective of the local community (where they must reside and have strong links).

## How MAPPA works

MAPPA-eligible offenders are identified and information about them is shared between agencies to inform the risk assessments and risk management plans of those managing or supervising them.

That is as far as MAPPA extend in the majority of cases, but some cases require structured multi-agency management. In such cases there will be regular MAPPA meetings attended by relevant agency practitioners.

There are 3 categories of MAPPA-eligible offender:

- **Category 1** - registered sexual offenders;
- **Category 2** – mainly violent offenders sentenced to 12 months or more imprisonment or a hospital order; and
- **Category 3** – offenders who do not qualify under categories 1 or 2 but who currently pose a risk of serious harm.

There are three levels of management to ensure that resources are focused where they are most needed; generally those involving the higher risks of serious harm.

- **Level 1** involves ordinary agency management (i.e. managed by the lead agency with no formal MAPPA meetings);
- **Level 2** is where the active involvement of more than one agency is required to manage the offender.
- **Level 3** is where risk management plans require the attendance and commitment of resources at a senior level.

MAPPA are supported by ViSOR. This is a national IT system to assist in the management of offenders who pose a serious risk of harm to the public. The use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when high risk offenders move, enhancing public protection measures. ViSOR allows staff from the Police, Probation and Prison Services to work on the same IT system for the first time, improving the quality and timeliness of risk assessments and interventions to prevent offending.

All MAPPA reports from England and Wales are published online at: [www.gov.uk](http://www.gov.uk)

# MAPPA Statistics

## MAPPA-eligible offenders on 31 March 2018

|         | Category 1:<br>Registered sex<br>offenders | Category 2:<br>Violent<br>offenders | Category 3:<br>Other dangerous<br>offenders | Total |
|---------|--|-------------------------------------|---|-------|
| Level 1 | 579  | 213                                 | -   | 792   |
| Level 2 | 12   | 23                                  | 0   | 35    |
| Level 3 | 0  | 1                                   | 2   | 3     |
| Total   | 591  | 237                                 | 2   | 830   |

## MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)

|         | Category 1:<br>Registered sex<br>offenders | Category 2:<br>Violent<br>offenders | Category 3:<br>Other dangerous<br>offenders | Total |
|---------|--|-------------------------------------|---|-------|
| Level 2 | 30   | 68                                  | 7   | 105   |
| Level 3 | 2  | 8                                   | 3   | 13    |
| Total   | 32   | 76                                  | 10  | 118   |

## RSOs cautioned or convicted for breach of notification requirements

43

## RSOs who have had their life time notification revoked on application

3

## Restrictive orders for Category 1 offenders

### SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts

|                                      |    |
|--------------------------------------|----|
| SHPO                                 | 28 |
| SHPO with foreign travel restriction | 0  |
| NOs                                  | 1  |

## Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)

1

| <b>Level 2 and 3 offenders returned to custody</b> |   |  |  |              |
|--|---|--|--|--------------|
|  | <b>Category 1:<br/>Registered sex<br/>offenders</b> | <b>Category 2:<br/>Violent<br/>offenders</b> | <b>Category 3:<br/>Other dangerous<br/>offenders</b> | <b>Total</b> |
| <b>Breach of licence</b>                           |   |  |  |              |
| Level 2  | 4   | 16   | 1  | 21           |
| Level 3  | 0   | 0  | 0  | 0            |
| Total  | 4   | 16   | 1  | 21           |
| <b>Breach of SOPO</b>                              |   |  |  |              |
| Level 2  | 0   | -  | -  | 0            |
| Level 3  | 0   | -  | -  | 0            |
| Total  | 0   | -  | -  | 0            |

|   |            |
|---|------------|
| <b>Total number of Registered Sexual Offenders per 100,000 population</b> | <b>103</b> |
|---|------------|

This figure has been calculated using the Mid-2017 Population Estimates: Single year of age and sex for Police Areas in England and Wales; estimated resident population, published by the Office for National Statistics, excluding those aged less than ten years of age.

# Explanation commentary on statistical tables

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## MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2018 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2017 to 31 March 2018.

**(a) MAPPA-eligible offenders** – there are a number of offenders defined in law as eligible for MAPPA management, because they have committed specified sexual and violent offences or they currently pose a risk of serious harm, although the majority are actually managed under ordinary agency (Level 1) arrangements rather than via MAPPA meetings. These figures only include those MAPPA eligible offenders living in the community. They do not include those in prison or detained under the Mental Health Act.

**(b) Registered Sexual Offenders (RSOs)** – those who are required to notify the police of their name, address and other personal details and to notify of any subsequent changes (this is known as the “notification requirement.”) Failure to comply with the notification requirement is a criminal offence that carries a maximum penalty of 5 years imprisonment.

**(c) Violent Offenders** – this category includes violent offenders sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order. It also includes a small number of sexual offenders who do not qualify for registration.

**(d) Other Dangerous Offenders** – offenders who do not qualify under the other two MAPPA-eligible categories, but who currently pose a risk of serious harm which requires management via MAPPA meetings.

**(e) Breach of licence** – offenders released into the community following a period of imprisonment will be subject to a licence with conditions (under probation supervision). If these conditions are not complied with, breach action will be taken and the offender may be recalled to prison.

**(f) Sexual Harm Prevention Order (SHPO) (including any additional foreign travel restriction).** Sexual Harm Prevention Orders (SHPOs) and interim SHPOs replaced Sexual Offence Prevention Orders. They are intended to protect the public from offenders convicted of a sexual or violent offence who pose a risk of sexual harm to the public by placing restrictions on their behaviour. It requires the offender to notify their details to the police (as set out in Part 2 of the 2003 Act) for the duration of the order.

The court must be satisfied that an order is necessary to protect the public (or any particular members of the public) in the UK, or children or vulnerable adults (or any particular children or vulnerable adults) abroad, from sexual harm from the offender. In the case of an order made on a free standing application by a chief officer or the National Crime Agency (NCA), the chief officer/NCA must be able to show that the offender has acted in such a way since their conviction as to make the order necessary.

The minimum duration for a full order is five years. The lower age limit is 10, which is the age of criminal responsibility, but where the defendant is under the age of 18 an application for an order should only be considered exceptionally.

**(g) Notification Order** – this requires sexual offenders who have been convicted overseas to register with the police, in order to protect the public in the UK from the risks that they pose. The police may apply to the court for a notification order in relation to offenders who are already in the UK or are intending to come to the UK.

#### **(h) Sexual Risk Order (including any additional foreign travel restriction)**

The Sexual Risk Order (SRO) replaced the Risk of Sexual Harm Order (RoSHO) and may be made in relation to a person without a conviction for a sexual or violent offence (or any other offence), but who poses a risk of sexual harm.

The SRO may be made at the magistrates' court on application by the police or NCA where an individual has done an act of a sexual nature and the court is satisfied that the person poses a risk of harm to the public in the UK or children or vulnerable adults overseas.

A SRO may prohibit the person from doing anything described in it, including travel overseas. Any prohibition must be necessary to protect the public in the UK from sexual harm or, in relation to foreign travel, protecting children or vulnerable adults from sexual harm.

An individual subject to an SRO is required to notify the police of their name and home address within three days of the order being made and also to notify any changes to this information within three days.

A SRO can last for a minimum of two years and has no maximum duration, with the exception of any foreign travel restrictions which, if applicable, last for a maximum of five years (but may be renewed).

The criminal standard of proof continues to apply. The person concerned is able to appeal against the making of the order and the police or the person concerned are able to apply for the order to be varied, renewed or discharged.

A breach of a SRO is a criminal offence punishable by a maximum of five years' imprisonment. Where an individual breaches their SRO, they will become subject to full notification requirements.

Individuals made subject of a SRO are now recorded on VISOR as a Potentially Dangerous Person (PDP).

#### **(i) Lifetime notification requirements revoked on application**

A legal challenge in 2010 and a corresponding legislative response means there is now a mechanism in place that allows qualifying sex offenders to apply for a review of their notification requirements.

Individuals subject to indefinite notification will only become eligible to seek a review once they have been subject to indefinite notification requirements for a period of at least 15 years for adults and 8 years for juveniles. This applies from 1 September 2012 for adult offenders.

On 21 April 2010, in the case of *R (on the application of F and Angus Aubrey Thompson) v Secretary of State for the Home Department [2010] UKSC 17*, the Supreme Court upheld an earlier decision of the Court of Appeal and made a declaration of incompatibility under s. 4 of the Human Rights Act 1998 in respect of notification requirements for an indefinite period under section 82 of the Sexual Offences Act 2003.

This has been remedied by virtue of the Sexual Offences Act 2003 (Remedial) Order 2012 which has introduced the opportunity for offenders subject to indefinite notification to seek a review; this was enacted on 30th July 2012.

Persons will not come off the register automatically. Qualifying offenders will be required to submit an application to the police seeking a review of their indefinite notification requirements. This will only be once they have completed a minimum period of time subject to the notification requirements (15 years from the point of first notification following release from custody for the index offence for adults and 8 years for juveniles).

Those who continue to pose a significant risk will remain on the register for life, if necessary. In the event that an offender is subject to a Sexual Offences Prevention Order (SOPO)/Sexual Harm Prevention Order (SHPO) the order must be discharged under section 108 of the Sexual Offences Act 2003 prior to an application for a review of their indefinite notification requirements.

For more information, see the Home Office section of the gov.uk website:

<https://www.gov.uk/government/publications/sexual-offences-act-2003-remedial-order-2012>



# MAPPA in Bedfordshire

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Bedfordshire MAPPA meets most weeks at the two largest towns in the county – Bedford and Luton. The panels have standing members from Children’s Services, Police, Mental Health and Housing who attend most meetings. Other agencies attend on a case by case basis. Most of the referrals to the panels come from Probation Officers but Mental Health Services and the Luton and Bedfordshire Youth Offending Services also make referrals.

Most cases referred to the Panels are due for release from custody within six months and the Panels meet to devise a comprehensive Risk Management Plan to protect the public and encourage offenders to turn their lives around.

The information each agency brings to the meetings is crucial to assessing risk and the power of many agencies working together to manage identified risks is what makes it possible to have successful outcomes. In times of austerity, agencies can find it more difficult to commit resources to attending MAPPA, but it remains the case that what can be achieved by agencies working together far outweighs what they can do alone. We thank partner agencies in Bedfordshire for their ongoing support to MAPPA

## **Bedfordshire Police**

The Police input into MAPPA is to provide any recent intelligence that the Police hold on the subject. The police may also hold information on proposed release addresses that needs to be shared within a MAPPA meeting. It is vital that Police attend as it helps Police plan, in collaboration with partner agencies, for the release of some of the most dangerous and harmful offenders. The MAPPA meeting affords the Police the opportunity to make a judgement on the risk posed bearing in mind all of the information shared, especially the behaviour in prison.

## **Bedfordshire Youth Offending Service**

Bedfordshire Youth Offending Service cover the work relating to children and young people known to the Criminal Justice System within Bedford Borough and Central Bedfordshire. The YOS is a multi-agency service with staff from local authority; Police; National Probation Service and Health. The YOS Manager is a member of the MAPPA Strategic Management Board (SMB).

Children who are MAPPA level 1 are managed within the service and are subject to review within the YOS Risk and Safeguarding Panel (RASP) which is held fortnightly. Where assessment demonstrates a need, referrals are made to MAPPA level 2/3 via the MAPPA co-ordinator. YOS managers, case workers and the victim worker will attend MAPPA level 2/3 panels where there are YOS cases presented, discussed and subsequently managed. Children managed at level 2 and 3 are not discussed within either RASP or the YOS led Serious Youth Violence Panel as it is recognised that the risk management, support and oversight is dealt with through the MAPPA panel.

YOS MAPPA numbers are reported back to the Local Safeguarding Children Boards. The YOS work closely with partners where necessary in the support, oversight and management of children under the MAPPA guidelines; YOS National Standards and national case management guidance for YOS as set out by the Youth Justice Board.

## **Bedford Borough Children’s Services**

Bedford Borough has recently identified the Local Authority Designated Officer as a lead for MAPPA. This is alongside the Multi-Agency Safeguarding Hub officer that attends. These practitioners will research the cases relevant to the agenda and feedback to MAPPA. They will also take away actions and alerts for the Local Authority when children come to the attention of MAPPA or are resident at an address that comes up in MAPPA.

## **Luton Youth Offending Service**

Luton Youth Offending Service (YOS) is a multi-agency service with member of seconded staff from local authority; Police; National Probation Service and Health. In Luton the Targeted Youth Service (TYS) is attached to the YOS and has access to the specialist workers for referral, assessment and direct access to services for cases open to YYS. The Service works with children and young people subject to statutory court orders, diversion programmes or prevention programmes. A high number of the prevention cases are children and young people allocated through the Multi-Agency Gangs Panel (MAGPan) and, despite the fact that they are not subject to statutory orders, they present a risk of offending and a risk of harm through their gang associated behaviour. As a consequence, MAPPA are represented on the MAGPan.

All open cases are either managed by Youth Justice Officers or specialist organisations experienced in supporting and engaging gang associated young people. Referrals into children social care for these cases involve complex multi-agency strategy meetings where every aspect of safeguarding is assessed not just from the victim perspective but also the perpetrators of related violence and all the families involved. These complex strategy meetings not only look at the direct participants of these incidents but take a wider responsibility for the extended families of those involved and the anticipation of further repercussions as a result of the incidents. The YOS Service Manager is a member of the MAPPA Strategic Management Board.

Children who are MAPPA level 1 are managed within the service and in some cases in partnership with children social care. All statutory cases are subject to review depending on the risk levels within the Risk Management Panel (RMP) which is held weekly. Additionally, all gang associated cases are reviewed monthly at the MAGPan. There is a standing agenda

item on the weekly managers meeting to discuss MAPPA particularly around any potential category 3 cases being managed within the YOS. If necessary, referrals are made to MAPPA level 2/3 via the MAPPA co-ordinator. Where there are YOS cases presented at MAPPA panels, the referring case manager and respective Operations Manager (usually the Line Manager) will be in attendance to ensure that the panel is given accurate information regarding the case. Equally if the child or young person is an open case to children social care, the Social Worker will also be invited to attend alongside YOS staff.

## Reflections from the outgoing Chair:



**Alison Harding,  
Head of Local Delivery Unit,  
National Probation Service, Bedfordshire**

This year, I handed over the MAPPA Chair to Assistant Chief Constable Jacqueline Sebire of Bedfordshire Police. Reflecting on my three years as Chair of the Strategic Management Board I would identify highlights as:

- Building relationships across a wide range of partnerships in Bedfordshire to ensure the effective management of high risk of serious harm offenders in the community.
- We have kept abreast of national changes to MAPPA processes and have ensured we have implemented these.
- During a period when all agencies face challenges, with competing priorities, attendance at MAPPA meetings has seen improvement but more work needs to be done to achieve effective engagement across the partnership.
- Chairing MAPPA panels myself – nothing brings home the value of partners sharing information and working together to develop a robust risk management plan like being in the chair!

My one regret is that we have not been successful this year in recruiting lay advisors to the Bedfordshire MAPPA Strategic Management Board, despite a recruitment campaign.

All MAPPA reports from England and Wales are published online at:

[www.gov.uk](http://www.gov.uk)

National  
Probation  
Service



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